

25 September 1963

MEMORANDUM FOR: Chief, Personnel Security Division
Chief, Interrogation Research Division

THROUGH:

Executive Officer *JK*

SUBJECT:

Clearing of IAS Personnel

1. Mr. Emmett Echols called on me this date concerning the program for the Office of Personnel to speed up the waiting process into classified duties of IAS personnel. There is attached a study representing basic facts. I have not read this study but I think most of us are familiar with the problems involved. Mr. Echols will deal with the Medics, OTR and other components that have a part in the IAS processing with³view to reducing their time factor in order to speed up the clearance process.

2. I advised that we would cooperate fully. There appears to be no issue with PSD as PSD procedures operate on the fastest possible basis. The problem of scheduling of polygraph interviews is one that has been under review by IRD and they have taken various steps to meet the work demand from [] at the IAS pool. I would suggest that further consideration be given to polygraphing the IAS ~~provisionally~~ cleared personnel in those cases where it is feasible in advance of their final clearance so that in the event of no derogatory investigative information they could be released immediately. This has been a procedure during certain periods with IRD and perhaps this could be worked again to the advantage of all. IRD will always have, however, difficulties when there are accelerated clerical personnel drives with a consequent backlog developing.

[]
R. L. Bannerman
Director of Security

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PROBLEM

1. To determine what steps can and should be taken to streamline the operations and cut the costs of the Interim Assignment Section (IAS) of the Personnel Office.

BACKGROUND2. Purpose of IAS

IAS and its predecessor units have existed throughout almost all of the Agency's life to meet two basic personnel needs:

- a. To provide a convenient administrative device for receiving and processing certain new employees whose "parent" components lack facilities for handling their initial reception.
- b. To provide an administrative unit to receive, process, if necessary - hold, and then assign, clerical employees recruited by the Office of Personnel against known or anticipated Agency requirements.

The first of these functions embraces employees recruited for specific assignments but who cannot go immediately to their components after EOD because (1) they haven't been fully cleared, or (2) their components want them to receive clerical pre-employment training. Many of these individuals come to IAS on "provisional" clearances [see NOTE], but the majority who lack full clearances merely require medical and polygraph examinations. The principal categories of employees involved are: Wage and Labor Board employees, certain types of junior professionals including RID analysts, and clericals hired against specific T/O positions. All such employees are, of course, slotted against component T/O's and their salaries while in IAS paid by their "parent" components. Therefore, only a tiny fraction of the cost of operating IAS is attributable to this portion of its workload.

NOTE: This paper uses 3 different terms in referring to the various types of "clearances:"

Fully Cleared - means that all 3 of the following procedures have been completed successfully: (1) full field investigation, (2) polygraph examination, and (3) medical examination.

Cleared - means that a full field investigation has been completed successfully, but the polygraph and/or medical exams remain to be completed.

Provisionally Cleared - means that some preliminary security measures have been completed, but not the full field investigation, and, in almost all cases, both the polygraph and medical exams also remain to be completed.

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GROUP 1
Excluded from automatic
downgrading and
declassification

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The second function is the familiar "clerical pool" whose members are hired against general Agency requirements (as determined by projecting attrition) rather than specific slots. This means that until they are "fully cleared," processed, and finally assigned, they are charged against IAS "slots" and paid from IAS funds. About as often as not, they EOD with "provisional" clearances and remain in the pool for substantial periods. Thus the "clerical pool" consumes the lion's share of the IAS budget.

3. IAS Workload

During FY '63 IAS received and processed new employees as follows:

UNASSIGNED CLERICALS
ASSIGNED CLERICALS
OTHER

The average length of stay in IAS for the employees processed there during FY '63 was:

<u>CATEGORY</u>	<u>NO.</u>	<u>AVERAGE STAY</u>
Provisionally Cleared Employees	<input type="text"/>	45 work days
Cleared Employees	<input type="text"/>	27 work days

NOTE: As previously noted, "cleared" means that a full field investigation had been completed by EOD. However, in virtually all cases, EOD occurred before either polygraph or medical examinations were completed.

4. IAS Costs

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IAS salary costs during FY '63 totaled distributed thusly:

IAS Staff Members (12 employees)

Unassigned Clericals employees paid
by IAS from EOD until assignment to a component)

TOTAL

The per day salary cost for each clerical employee while in IAS averages about \$17.50 (i.e., the bottom step of GS-4). This figure, which excludes all "overhead" charges, will be used hereafter in computing and making cost comparisons for various aspects of IAS's operations.

IAS costs for space, communications, supplies, etc. have not been computed or included in this study.

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5. NPIC "Pool"

During FY '63 NPIC operated a small pool for its provisionally cleared professional and technical employees, using their "holding" period for technical training. This study treats all such employees as having entered on duty directly with their component.

DISCUSSION6. Possible Ways to Cut IAS Costs

25X9 There are 2 ways to reduce the costs of operating IAS: (a) cut the number of EOD's who go there, and/or (b) cut their average stay. Theoretically, the number who go to IAS could be dropped to zero by the simple decision to: eliminate "provisionals;" insist on medical and polygraph exams prior to EOD; recruit all clericals against specific slots; and have all EOD's go directly to their components. This, in fact, is exactly how the Agency treated new employees during FY '63. As a practical matter, though, we cannot extend this treatment to all employees.

To begin with, some "provisionals" will probably always have to be granted. Nor would we suggest changing the present practice of sending clericals through IAS. This practice is the product of a great deal of trial and error in determining the best (and cheapest!) ways to bring clericals on board; to assist them in finding suitable housing; to determine their most appropriate assignments; to acquaint them initially with Agency routines, basic procedures, and terminology; to assure that their skills match their pay grades; and, generally, to prepare them for their first days of productive work. We believe the practice is sound and quite defensible, even in the face of an airtight budget.

However, some non-clericals now going through IAS could enter on duty directly with their components if we simply arrange their medical and polygraph examinations prior to EOD. To the extent this can be done, it certainly appears desirable from an Agency standpoint; but it will have little, if any, effect on the IAS budget, of course, because the salaries of such employees are paid by their parent components, not by IAS.

So -- ignoring the ebb and flow of actual numbers of persons recruited each year -- any real dent in IAS's budget will have to be made, we believe, by cutting the average stay there of new EOD's. This, in turn, can also be done in 2 ways: (a) cut the number of persons permitted to EOD or provisional clearances, and/or (b) telescope the time allowed for processing, orientation, and other procedures after EOD.

Let's examine separately each of these possible measures.

7. Provisional Clearances

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During FY '63, IAS entered on duty provisionally cleared employees

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who stayed in the pool an average of 18 working days longer than "cleared" EOD's. Using \$17.50 as the average daily pay of such employees, provisional clearances "cost" the Agency about [] in FY '63, most of which was borne by IAS. To be sure, these employees were not idle during their waiting period. They were engaged in skills training, indoctrination, and some productive work. But it is fair to say the Government got less than full measure for salaries paid.

The justification for provisionals rests on the assertion that many desirable clericals, Wage and Labor Board employees, and some highly qualified professionals - all of whom we need - will come to CIA only if offered prompt employment. According to this assertion, hiring such people (and paying their salaries for 1-3 months while they await full clearance) represents a net, long-term gain for the Agency because by this practice we get better qualified employees at lower recruitment costs than would otherwise be true.

Provisional clearances can be defended, of course. But it is highly doubtful they were needed in FY '63 to the extent they were used. Hiring "provisionals" without tight screening controls can lead to sloppy, wasteful, unnecessary practices; and we suspect it is time to challenge some of the habits developed along these lines in recent years. The Recruitment Division should be asked to "show cause" why it cannot (at only slightly higher recruiting costs) slash provisionals, say, one-half by shifting some recruitment sources, altering some recruitment tactics, and just plain deferring the EOD of some candidates -- all this without sacrificing any essential elements of the recruitment program or suffering any net loss in desirable EOD's.

8. Telescoping IAS Procedures

At least 3/4 of IAS's costs are attributable to the processing of "cleared" EOD's. Any substantial cuts in its budget will therefore have to be made in this area - by telescoping the time allotted such processing. Fortunately, this appears to be, not only the most important area to cut, but also the easiest! To get a "feel" for the problem, let's see how a "typical" clerical employee is processed in IAS (TAB A) and then examine each of the steps:

- EOD Procedures
- Medical Examination
- Polygraph Examination
- Skills Testing and Training
- Indoctrination
- Orientation

9. EOD Procedures

EOD procedures include the oath of office; completing pay forms; security briefing; placement interviews; and counselling regarding housing,

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transportation, pay, and other matters which enable the new employee to adjust to his or her new surroundings.

EOD procedures consume the equivalent of about 2 days. There is little likelihood we can -- or would want to -- reduce this time very much.

10. Medical Examination

Time spent awaiting medical clearances is consumed 2 ways: (a) waiting to be examined, and (b) waiting to be told the results of the examination.

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[] Chief of the Clerical Assignment Branch (which is responsible for IAS), claims she can forecast about 2-3 months in advance the approximate number of employees IAS will bring on duty in any given month, and can list their names about a week before their arrival. The Director of Personnel can, no doubt, supply even longer-range forecasts for other EOD's. With this kind of advance notice, it is difficult to understand why the Medical Staff has much of a problem scheduling examinations. But it does. The evidence indicates that a good many -- during summer months, perhaps half -- EOD's are not scheduled for medicals during their first week in IAS and, therefore, wait until their third. Some delays could be avoided if IAS acted earlier to set appointments; not all scheduling delays are attributable entirely to the Medical Staff.

Even so, the Medical Staff should take a critical look at its operations and, particularly, at delays in dispositions. Affirmative dispositions typically take about 2 weeks from the date of examination to the date written approval reaches IAS. Disapprovals often take 1 to 3 months to reach IAS! Surely the opportunity for some very considerable savings can be found in those statistics when it is recalled that each day's delay "costs" the Agency about \$17.50 for the salary of the EOD who is waiting.

11. Polygraph Examination

Workload forecasts for the Medical Staff are also available to polygraph examiners. Yet, they have an even tougher time planning schedules. For example, requests on 9 September for polygraph exams would get you appointments for 16 October.

Fortunately, IAS has no trouble getting the results of polygraph exams -- they're available in about 4 hours. But even so, during summer months, medical clearances usually come through on EOD's faster than polygraph clearances simply because the polygraphers fall so far behind in scheduling.

12. Skills Testing and Training

As a general rule, clericals take skills tests after EOD, not during the pre-employment period. The Chief of the Clerical Assignment Branch says very

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few typists and stenographers are able to pass our skills tests the first try -- about 60% of them need 3 weeks of skills training to do so, 20% need 2 weeks, and the remaining 20%, one week or less.

Quite aside from the fact that employees are supposed to possess the skills for which they are being paid, and all this training is a great burden, the delays required for "refresher" training dilute much of the atmosphere of urgency that should surround IAS's operations and contribute to its willingness to accept without sufficiently loud complaint the unnecessary delays imposed upon it by other components.

13. Indoctrination

OTR gives a week of unclassified "indoctrination" to all clericals during their second week in IAS. The course includes world geography, English usage, punctuation, capitalization, filing and other related subjects.

Indoctrination is no doubt quite important. But OTR allegedly insists that the course is an indivisible package and participants may not be pulled out of it for other processing even though they will be available later to "make up" lectures missed. This insistence apparently explains why EOD's who cannot be scheduled for medical and polygraph exams their first week in IAS wait until at least their third. If this is true, then to the extent it delays the final release date of someone from IAS, OTR should ponder the cost -- \$17.50 per pupil per day! And IAS should pull participants out of the course if necessary for other processing, notwithstanding training schedules.

14. Orientation

For clericals, "Orientation" is a $3\frac{1}{2}$ day course presented by OTR during the first week after an EOD is "fully" cleared -- i.e., after results from both polygraph and medical exams are received. The schedule is shown in Annex A.

At least $1\frac{1}{2}$ days of the present orientation schedule deal with unclassified material. By withdrawing this, adding it to the indoctrination course, and condensing the latter if needs be, 2 days can be cut from the stay of each clerical in IAS. During FY '63, this move alone would have saved clericals X 2 days X \$17.50 per person).

CONCLUSIONS

15. By cutting provisional clearances in half and reducing the average stay in IAS of cleared employees from 27 to 15 work days, the FY '63 IAS budget could have been cut at least 40% - 45%, a savings of well over (offset to some extent, perhaps, by slightly higher recruiting costs). Both these actions could have been done, we believe without altering significantly any

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current recruitment or processing practices.

The cut in provisionals could have been achieved by making earlier contacts at some recruitment sources; requiring greater patience among candidates able to defer EOD; and, if necessary, by shifting some recruitment sources -- i.e., dropping short-term schools and going after employed persons through broader advertising.

TAB B shows how a 3-week schedule would have been sufficient to process a "typical" clerical EOD. Extra time, beyond what can be taught within this period, is not allowed, of course, for skills training. Employees who cannot pass their typing and shorthand tests (assuming these tests represent reasonable standards) after 3 weeks should be reduced to the proper grade until they can, and should use their own time and resources to improve their skills for this purpose.

16. The foregoing conclusions are applicable to the operation of IAS during any year. FY '63 statistics are used in this paper only because they are freshest. No attempt is made to anticipate FY '64 or any future period, though it is recognized, of course, that FY '64 will, most likely, witness a lower level of activity than FY '63 and thus an easing of scheduling difficulties and a smaller IAS budget. However, the basic problems discussed in this study, though lessened, will not disappear just because workloads decrease. Nor are they likely to yield to gentle persuasion, or to measures such as flattening out the seasonal bulges in IAS (though this is certainly a desirable goal in itself!). No -- the problems are too closely bound up with long-standing habits simply to "go away." It will take direct, affirmative action to resolve them.

It is recognized, also, that FY '64 may present some acute budget problems for IAS, but no special account of these has been taken in connection with our conclusions and recommendations. If deeper budget cuts are necessary in FY '64 than the study contemplates, then some "bone" will have to be removed during that period. However, we would hope that IAS can be stabilized along the lines suggested in paragraph 15.

17. Finally, the obvious needs to be stated -- and underscored. Real improvement in IAS's operations requires the coordinated effort of all components involved in its affairs: Recruitment, Security, Medical Staff, OTR, and IAS itself. There is little to gain in applying the lash to OTR, for example, if EOD's are delayed, in any case, awaiting polygraph examination. And there's no profit in pressuring the Medical Staff to rush dispositions if IAS had dragged its feet making appointments for the medical exams. This whole process represents a perfect example of the weakest link controlling the final outcome. Therefore, our goal should be to assure that there is no "weakest" link.

RECOMMENDATIONS

18. Recommend the following officials be asked to accept as standing operating procedures the conclusions expressed in paragraph 15, or to "show cause" why they cannot:

Chief, Clerical Assignment Branch
Chief, Personnel Recruitment Division
Director of Security

Director of Training
Chief, Medical Staff

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CURRENT

IAS SCHEDULE FOR CLERICAL PERSONNEL

This is the schedule currently (September '63) followed by a "typical" clerical employee recruited against general Agency requirements (i.e., "un-slotted") who enters on duty in IAS after a full security investigation -- but before medical or polygraph examination.

FIRST WEEK - Processing and Examination

<u>Monday</u>	--	EOD procedures; security briefing; counselling re housing, transportation, pay, etc.
<u>Tuesday</u>	--	Skills testing; briefings on benefits and services, selective service, OTR, insurance, etc.
<u>Wednesday</u>	--	A&E tests; placement interviews.
<u>Thursday & Friday</u>	--	Medical and polygraph examinations, photographed for badge.

SECOND WEEK - Training

OTR gives a week of unclassified instruction to all clericals their 2nd week in IAS. The course includes world geography; English usage; punctuation and capitalization; filing; and other related subjects, including skills training (typing and/or shorthand) if needed.

THIRD WEEK - Training

Skills training continues for those who need it, and a second geography session is given. Employees who did not complete medical and polygraph examinations the first week do so now. (During summer months one or both of these exams is usually delayed beyond the first week.)

FOURTH WEEK - Training or Work

Skills training continues for those needing it. Others perform unclassified duties.

FIFTH WEEK - Training or Work

Same as 4th week. Typically, notice of an employee's full clearance (i.e., satisfactory completion of both medical and polygraph exams) is received during this week.

SIXTH WEEK - Orientation

OTR presents a 3½ day course of classified and unclassified orientation topics to all clericals during their final week in IAS. The full schedule is attached as Annex A.

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CLERICAL ORIENTATION

Room 501, 1016 16th StreetTuesday

0830 - 0945	Introduction
0945 - 1055	Organization of CIA
1055 - 1110	Break
1110 - 1215	Security Briefing
1215 - 1300	Lunch
1300 - 1400	Telephone Techniques
1400 - 1530	Telephone Lab I (Group A - 2 Sections)
1530 - 1700	Telephone Lab I (Group B - 2 Sections)

Wednesday

0830 - 0900	Examination Review
0900 - 1030	Mailing Procedures
1030 - 1045	Break
1045 - 1200	Correspondence Lecture
1200 - 1245	Lunch

(Group - A):

1245 - 1445	Correspondence Lab
1445 - 1500	Break
1500 - 1700	Telephone Lab II

(Group - B):

1245 - 1445	Telephone Lab II
1445 - 1500	Break
1500 - 1700	Correspondence Lab

Thursday

0830 - 1115	Time & Attendance Lecture and Lab
1115 - 1215	Lunch
1215 - 1415	Protocol
1415 - 1515	Supplies, Equipment, and Services
1515 - 1530	Break
1530 - 1615	Agency Issuances
1615 - 1700	Study Period and Written Examination

Friday

0830 - 0900	Examination Review
0900 - 0930	Study Period
0930 - 0945	Break
0945 - 1030	Final Examination
1030 - 1130	Classification of Notes and Critique

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PROPOSED

IAS SCHEDULE FOR CLERICAL PERSONNEL

FIRST WEEK - Processing and Examinations

Same as current schedule except that Medical and Polygraph Exams given Tuesday and Wednesday instead of Thursday and Friday to allow the Medical Staff 2 extra days to complete "dispositions." This shift requires that IAS schedule exams the week before employees EOD.

SECOND WEEK - Training

Similar to current schedule except that instruction is arranged into divisible units so that employees who miss lectures can make them up. Also, the unclassified portions of the present orientation course are included here.

THIRD WEEK - Training and Orientation

First 3 days devoted to "make up" training or work projects, last 2 days to orientation. Schedule courses that Medical and Polygraph Exams were completed in time for results of both to reach IAS not later than Wednesday of 3rd week.

NOTE: Except for the first and the last 2 days, the above schedule must be completely flexible to enable employees who cannot be scheduled for Medical or Polygraph Exams on the 2nd and 3rd day to be scheduled at the first opportunity thereafter.

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